



County of Los Angeles CHIEF EXECUTIVE OFFICE

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WILLIAM T FUJIOKA
Chief Executive Officer

November 25, 2014

To: Supervisor Don Knabe, Chairman
Supervisor Gloria Molina
Supervisor Mark Ridley-Thomas
Supervisor Zev Yaroslavsky
Supervisor Michael D. Antonovich

From: William T Fujioka
Chief Executive Officer 

Board of Supervisors
GLORIA MOLINA
First District

MARK RIDLEY-THOMAS
Second District

ZEV YAROSLAVSKY
Third District

DON KNABE
Fourth District

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Fifth District

SENTINEL ELECTRONIC MONITORING CONTRACT (ITEM S-1, AGENDA OF SEPTEMBER 16, 2014)

On September 16, 2014, on a motion by Supervisor Antonovich, the Board directed the Chief Executive Officer to report back on the Probation Department's (Probation) contract with Sentinel Offender Services, LLC (Sentinel); specifically, whether information regarding malfunctioning equipment was known prior to the award of the 2013 Adult Electronic Monitoring Program (Adult EMP) contract.

Probation currently has three electronic monitoring programs in operation with each having a separate contract for services. Sentinel is the provider for each of the three electronic monitoring programs through respective competitive bids.

TYPE OF SERVICE CONTRACTED	CURRENT CONTRACT TERM	EXTENSION OPTIONS (Probation has delegated authority)	END DATE AFTER ALL OPTIONS EXERCISED
1. GPS Electronic Monitoring Program (GPS EMP)	05/01/14 - 04/30/16	0	04/30/16
2. Juvenile Community Detention Program, Radio Frequency System (Juvenile EMP)	09/01/12 - 08/31/15	2 x 1YR + 6 MOS	02/28/18
3. Adult Electronic Monitoring Program, Radio Frequency System (Adult EMP)	12/01/13 - 11/30/14	4 x 1YR+ 6 MOS	05/31/19

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2012 Probation Adult EMP Request for Proposal and Orange County Probation Department Issues

In 2012, Probation initiated a Request for Proposals for the Adult EMP program utilizing radio frequency technology. Upon completing the competitive bid process, Probation scheduled its recommendation to award the contract to Sentinel on the Board's September 10, 2013, agenda (Attachment I). Shortly before the Board meeting, concerns were raised regarding Sentinel's performance with the Orange County Probation Department (Orange County). The Board item was subsequently referred back to Probation to investigate the reasons for the termination of the Sentinel contract with Orange County and to assess Sentinel's performance under the current contracts with Probation.

Approximately 30 days prior to reports about global positioning system (GPS) problems in Orange County, Probation had independently initiated an audit of its GPS Electronic Monitoring Program (GPS EMP), including internal processes and procedures, and a review of Sentinel's compliance with contract requirements. Meanwhile, on September 5, 2013, Probation received copies of Orange County's June 13, 2013, "Notice of Default." The letter detailed problems with Sentinel's GPS tracking technology, including equipment failures and instances of GPS points failing for extended periods of time. The letter also notified the Orange County Board of Supervisors that a 60-day notice of contract termination would be issued to Sentinel.

On September 11, 2013, Probation completed its GPS EMP audit which identified four major issues:

1. Inability to track GPS probationers for extended periods of time because of signal loss or device failure.
2. Failure to notify Probation of all alerts generated when a probationer tampers with or fails to charge the GPS unit, enters/leaves inclusion and exclusion zones, and when the GPS signal is lost.
3. Lack of sufficient equipment inventory for new probationers and to replace faulty equipment. This resulted in probationers being placed on waitlists and remaining unmonitored for extended periods of time.
4. Approximately 26 percent of GPS units were faulty, either failed to charge properly or failed to consistently track the probationer.

Probation's audit findings mirrored those that led to Orange County terminating its Sentinel contract. Probation considered terminating the GPS EMP contract, but instead opted to utilize the established contract compliance process as a means to resolve outstanding issues with the vendor. Probation promptly notified Sentinel of performance discrepancies and then proceeded with the next step, issuance of a Contract Discrepancy Report (CDR) on November 13, 2013. Probation also initiated a series of monthly meetings to discuss and monitor the progress of Sentinel's corrective action plan.

Of significant note is that the Probation audit and the Orange County contract termination highlighted problems with Sentinel's GPS capabilities; whereas, Probation's Adult EMP Request for Proposal was for radio frequency systems which uses very different technology and equipment. Probation subsequently placed the recommendation to award Sentinel the Adult EMP radio frequency system contract on the Board's agenda.

On November 26, 2013, the Board approved the Adult EMP contract with Sentinel and directed Probation to provide monthly compliance reports and to conduct a thorough audit of the three Sentinel contracts.

Probation Oversight of the Electronic Monitoring Contracts

Probation's Operations and its Contract Monitoring Unit are responsible for monitoring the three Sentinel electronic monitoring contracts and have provided the Board with regular compliance status reports.

In January 2014, Probation initiated a review of the Adult EMP radio frequency contract which identified the following Sentinel contract service deficiencies:

1. Inadequate monitoring services; timeliness to repair/replace malfunctioning equipment; and documentation of probationer's schedule, equipment checks, and alerts.
2. Inadequate case management and notification, including violations and absconders.
3. Inaccurate billing/non-compliance with participant fee guidelines.
4. Inaccurate participant counts.

On February 18, 2014, a CDR was issued to Sentinel based on the findings of the Adult EMP audit. Although these issues were significant, Probation has since determined Sentinel has corrected the discrepancies and is currently performing satisfactorily on this contract. While there were some very general similarities, the discrepancies on this contract were not the same as those identified by Orange County or in the earlier GPS audit.

In May 2014, Probation completed an audit of the Juvenile EMP radio frequency contract. Probation did not find significant issues with Sentinel's service delivery under this contract.

Probation is currently conducting a second full audit of the GPS contract. Meanwhile, Probation continues to monitor Sentinel's corrective action plan stemming from the preceding audit. Pursuant to that corrective action plan, Sentinel has brought into service their latest GPS unit/model with new functionality (Advanced Forward Linking Trilateration); increased inventory, which has shortened replacement times; and utilized new straps and battery chargers. However, Sentinel continues to experience problems with instances where tracking points are lost and probationers are going unmonitored for extended periods of time. Probation anticipates the final report for the second audit will be issued by December 2014.

Sheriff Electronic Monitoring Program

On September 10, 2013, the Board approved the Sheriff's Department's (Sheriff) recommendation to award a separate contract to Sentinel for Sheriff EMP, utilizing both GPS and radio frequency technology. The Sheriff became aware of Sentinel's problems in Orange County at the same time as Probation. However, the Sheriff assessed the risk to the community is minimal should problems arise in the electronic monitoring system, because their participants are low-risk inmates housed in either local patrol station jails or in secure treatment facility. In contrast, Probation's programs exclusively monitor individuals who are in the community, including a significant percentage that are high risk. As an incentive to Sentinel, the Sheriff did include significant financial penalties in the contract should Sentinel's performance fall below the contract's stringent service level expectations. The Sheriff's Population Management Bureau is responsible for monitoring the contract and providing the Board with monthly status reports.

Statistics for Probation and Sheriff programs are provided in Attachment II.

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Coordination of Technology and Performance Expectations

Probation and Sheriff have confirmed that Sentinel is replacing GPS and radio frequency units with the most current technology and with replacement schedules at 50 percent and 90 percent, respectively. In addition, Probation and Sheriff will be establishing regular meetings to consult each other on electronic monitoring performance issues and solutions. Therefore, one department can share problems and solutions with the other department who may not have yet detected the problem.

WTF:GAM:SW
DT:cc/llm

Attachments

c: Executive Office, Board of Supervisors
County Counsel
Sheriff
Probation

PS.B100497.Sentinel Contract.bm.112514

**PROBATION COMPETITIVE BID PROCESS
ADULT ELECTRONIC MONITORING PROGRAM, RADIO FREQUENCY SYSTEM**

(excerpt from Probation's Board Letter, November 19, 2013)

To solicit for these services, a competitive Request for Proposals (RFP) process was utilized and issued on November 16, 2012. Through the solicitation and competitive negotiation process, approximately 70 letters were sent to service providers.

Advertisements were run in the Los Angeles Times, Eastern Group Publications, and the Lynwood Journal. The solicitation information was also made available through the Internet on the County of Los Angeles' Internal Services and Probation Departments' websites. As a result, eight contractors registered for the Mandatory Proposers' Conference and seven potential providers attended the conference.

Two proposals were received and evaluated using the initial screening "pass/fail" process which was consistent with the Selection Process and Evaluation Criteria set forth in the RFP. The proposals submitted by 1) Sentinel Offender Services, LLC and 2) BI Incorporated passed the initial screening and proceeded to the final evaluation process.

An evaluation committee was formed to evaluate the two proposals that passed the initial screening process. Financial subject matter experts evaluated the financial/budget portions of the proposals and evaluation committee members objectively evaluated the proposals submitted by Sentinel Offender Services, LLC and BI Incorporated.

The proposals were rated and scored by an evaluation committee using a point system that covered: 1) proposer's qualifications; 2) proposer's approach to provider required services; and 3) proposer's quality control plan.

Sentinel Offender Services, LLC received the highest overall rating. Sentinel Offender Services, LLC submitted a responsive proposal that reflected a good understanding of the services to be provided. Sentinel Offender Services, LLC outlined a quality plan and demonstrated they were experienced and capable of providing the required services. There were no protests received as part of this solicitation.

**PROBATION AND SHERIFF
ELECTRONIC MONITORING PROGRAM STATISTICS**
(September 2013 through September 2014)

	<u>No. Participants</u>	<u>Abscond Incidents**</u>
<u>PROBATION</u>		
Adult Electronic Monitoring Program* (Participant pays the monitoring cost, based on their income)		
		% of Total Program Participants
Sheriff (Post-Sentence Alternative Custody)	699	(76%)
Court Ordered Pre-Sentence	25	(3%)
Court Ordered Post-Sentence	192	(21%)
Total:	916	50
Juvenile Community Detention Program: (Probation pays the monitoring cost)		
Juvenile Court Pre-Adjudication	2,886	(53%)
Juvenile Court Post-Adjudication	2,548	(47%)
Total:	5,434	27
GPS Electronic Monitoring Program (Probation pays the monitoring cost)		
Sex Offender: AB 109	346	(39%)
Sex Offender: Probation	43	(5%)
Violent Offender: AB 109	497	(56%)
Violent Offender: Probation	3	(<1%)
Division of Juvenile Justice	2	(<1%)
Total:	891	426

SHERIFF

Electronic Monitoring Program*

(Sheriff pays for monitoring cost)

Patrol Station Jail	142	(75%)	0
Secure Treatment Facility	48	(25%)	5
Total:	190		5

* No violent, serious, or sex offenders.

** This number includes cases where the individual absconded multiple times and was placed back on GPS by the court or due to mandated status as sex offender.